

May 14 1957

REPORT TO: CIA Career Council  
VIA: Deputy Director (Support)  
SUBJECT: The Staffing/Development Complement

1. On 28 March 1955, the Management Staff submitted to the DD/S for approval two new somewhat radical concepts in the field of manpower control. The DD/S approved in principle and directed initial coordination with the Office of Personnel and the Comptroller. These two concepts were embodied in a staff paper organized in two parts. The core of each part is set forth below:

Part I - Flexibility in manpower utilization.

- a. "To require the preparation of a staffing proposal (or T/O) which is realistic in relation to the work burden of the Office.
- b. "To provide, within the framework of established position evaluation principles, greater flexibility in the movement of personnel within the approved ceiling.
- c. "To accomplish a reduction in paper work and time delays inherent in the former T/O system.
- d. "To reduce to a minimum the controls to be exerted by the Management/Personnel/Comptroller elements in the internal management of positions and personnel."

In essence, the principal significance in the above is to have

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a true work burden T/O rather than a T/O reflecting dozens - and sometimes hundreds - of positions which never would be filled, and which were sometimes used for grade manipulation. Then within such properly drawn T/O's, objective is to provide substantial freedom for the Operating Officials to shift positions in order to meet change in work burden - all, of course, underneath the allocated personnel ceiling.

Part II - Formation of a third personnel-accounting category - the Development Complement.

- a. "To identify personnel actively and directly contributing to the performance of the mission and any other personnel not so assigned, with the reasons therefor.
- b. "To relieve activities from carrying non-productive personnel on their work burden T/O's.
- c. "To obtain more complete cost information."

In essence, the principal significance in the above is the creation of a method of keeping T/O's clean, and letting the first concept work. Thus, there is created a true work burden T/O for the Field, and a true work burden T/O for Headquarters, and a third category into which assignment of other personnel would be made for identification and better control. In effect, this third category (not a T/O) is an application of the concept of a suspense account, which inherently contains an action-forcing mechanism and, of course, better financial accounting. The third category, or Development Complement, will hold employees who are in the status:

- a. New Employees - Recently appointed professional employees who are engaged in orientation and training for periods in excess of thirty days before being assigned to a Staffing Complement and

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recently appointed clerical employees who are assigned to the Interim Assignment Section pending their assignment to a Staffing Complement.

b. Returnees from Overseas - Employees who have returned (PCS) from an overseas assignment and have not been reassigned to a Headquarters Staffing Complement.

c. Projected Overseas Assignees - Employees who have been released from their previous assignments and are in the process of preparing for specific (PCS) assignments to Staffing Complements overseas.

d. Trainees - Employees who are engaged in full-time external or Agency training for periods in excess of thirty days.

e. Detailed Personnel - Employees who are formally detailed outside the Agency for a period in excess of thirty days will be assigned to a Development Complement.

Such third category assignments have in some cases been termed "Rotation and training". The term "Development Complement" has been chosen as more euphonious.

2. Following coordination with the Office of Personnel, the Chief, Management Staff and the Director of Personnel agreed to submit to the Career Council a proposal for a trial run of Part II. It was thought that trying to install both of these concepts at once might, because of unusual aspects, jeopardize the objective.

3. In February of 1956, the Career Council approved the above proposal in principle, and expressed an interest in a report as to how the concept would work out. Following this approval, the Director of Communications volunteered to take over this phase of the proposal.

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4. Accordingly on 8 April 1956, the Office of Communications together with the Management Staff and the Office of Personnel started the trial run in Communications. The task force installing the system introduced, with the approval of all concerned, a practical method of moving personnel to meet changes in workload without the paperwork associated with the previous T/O system. This method was consistent with the principles of the flexibility in manpower utilization expressed in Part I. In summary, the system provides that all working level positions are flexible positions, in that they may be occupied by the number of people required to meet the workload provided the office ceiling is not exceeded. An individual may be transferred from one flexible position to another within an office without the necessity of prior T/O change approval.

5. On 26 April 1957, the Director of Communications reported that the application of both concepts within his Office had worked out successfully. He commented on each of the stated objectives favorably and in summary stated:

a. With respect to Flexibility in Manpower Utilization

"...perhaps the most advantageous aspect of the system since, at working level positions, the Office can assign personnel rapidly and with minimum difficulty to areas and activities to meet changing workloads."

b. With respect to the Staffing/Development Complement System

"The utilization of the Staffing/Development Complement has proven beneficial to the Office of Communications, and its continuation is recommended."

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6. There remains the desired extension of these concepts where they are most needed - within the DD/P. With DD/S final approval following appropriate coordination, it is anticipated that we can go forward promptly.

7. Recommendations:

It is recommended

a. That the flexible T/O together with the Staffing/Development Complement system be continued in the Office of Communications;

b. That the concept of the flexible T/O and the Staffing/Development Complement system be extended to encompass the entire Agency; and

c. That these systems be incorporated in the revision of [REDACTED] and be implemented throughout the Agency by phases as appropriate.

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/s/ [REDACTED]  
Chief, Management Staff

/s/ Gordon M. Stewart  
Director of Personnel

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